



REPORT OF THE DIRECTOR OF RESILIENT COMMUNITIES TO THE

LICENSING SUB – COMMITTEE

23 NOVEMBER 2021

APPLICATION FOR A PREMISES LICENCE UNDER SECTION 17 OF THE

LICENSING ACT 2003

**Jay's Juicez
30 Goodall Street
Walsall
WS1 1QL**

1. Summary of Report

- 1.1. The purpose of this report is for the Licensing and Safety Sub-Committee to determine an application made under Section 17 of the Licensing Act 2003 for a new premises licence in respect of Jay's Juicez, 30 Goodall Street, Walsall, WS1 1QL.
- 1.2. The application was submitted by Patrick Burke (PMB Licensing) on behalf of Jaydene Donnay (the applicant).
- 1.3. During the consultation period the licensing authority received a representation to the application.

2. Recommendations

- 2.1. Members are to consider the application and determine whether the application be granted as applied for, grant with modifications or conditions or refuse the application.

3. Background Information

- 3.1. The complete application for a premises licence, attached as **Appendix 1**, was received by the Licensing Authority on 28 September 2021.

- 3.2. A summary of the licensed activities and times applied for is provided in the table below:

Licensable Activities	Days	From	To
Supply of Alcohol for consumption off the premises	Sunday to Thursday Friday to Saturday	12:00 12:00	22:00 23:00
Public Opening Times	Sunday to Thursday Friday to Saturday	12:00 12:00	22:00 23:00

- 3.3. A street map of the locality is attached as **Appendix 2**.
- 3.4. In accordance with the prescribed application criteria specified in the Licensing Act 2003, the application was served on all statutory 'responsible authorities'.
- 3.5. The Licensing Act 2003 specifies that new premises licence applications must be advertised in the following ways:
- a) by way of a blue site notice displayed on the premises for a statutory consultation period of 28 consecutive days, starting the day after the application is complete and valid;
 - b) by the publication of a licensing notice placed in a newspaper circulating within the area of the premises, by the tenth working day of the consultation period; and
 - c) the Licensing Authority must advertise the application on its website for the duration of the consultation period.
- 3.6. This combination of requirements ensures that 'other persons', regardless of their status or geographic proximity to the premises, are aware that an application for a premises licence has been made and of their right and opportunity to comment, should they wish to do so.
- 3.7. The blue notice was displayed and the newspaper notice published in accordance with the requirements of the Licensing Act 2003.
- 3.8. Any responsible authority, or other person, may submit a representation to the Licensing Authority however, only relevant representations, received during the advertised consultation period, may be considered when determining the application.
- 3.9. The applicant has nominated herself as the Designated Premises Supervisor (DPS) who holds a personal licence with Walsall Council.

4. Representations

4.1. Representations/Responses from Responsible Authorities

The Licensing Authority received the following responses to the consultation from responsible authorities:

Planning

On the 11 October 2021, Walsall Council planning officer responded to the application, which also includes comments from the Conservation Officer. A copy is attached as **Appendix 3**.

West Midlands Police

On 18 October 2021 the Police Licensing Officer confirmed that West Midlands Police had mediated conditions with the applicant. The Police stated position was that they had no representations to make subject to the agreed conditions being added to the premises licence. A copy of the mediation is attached as **Appendix 4**.

Environmental Health

On 22 October 2021 the Environmental Health Team confirmed that no food registration application has been received for the premises and they have no other comments. A copy is attached as **Appendix 5**.

West Midlands Fire Service

On the 26 October 2021 West Midlands Fire Service responded to the application saying that the Fire Authority will not make a representation to the application on the grounds of Public Safety at this time. A copy is attached as **Appendix 6**.

Other responsible authorities

No comments were received from any other responsible authorities in relation to this application.

4.2. Representations from ‘other persons’

One representation has been received from ‘other persons’, on the grounds of Crime & Disorder. A copy of the representation is attached as **Appendix 7**.

5. Cumulative Impact Policy

- 5.1. The concept of “Cumulative impact” has been described within this guidance and used by licensing authorities within their statements of licensing policy since the commencement of the 2003 Act. ‘Cumulative impact assessments’ were introduced in the 2003 Act by the Policing and Crime Act 2017, with effect from 6 April 2018. Cumulative impact is the potential impact on the promotion of the licensing objectives of a number of licensed premises concentrated in one area.

- 5.2. The premises falls within the councils' cumulative impact area, therefore the cumulative impact policy does apply to this application.
- 5.3. In some areas where the number, type or density of licensed premises, such as those selling alcohol or providing late night refreshment, is high or exceptional, serious problems of nuisance and disorder may arise outside or some distance from those premises. Such problems generally occur as a result of large numbers of drinkers being concentrated in an area, for example when leaving premises at peak times or when queuing at fast food outlets or for public transport (14.22 of the guidance).
- 5.4. Queuing in itself may lead to conflict, disorder and anti-social behaviour. Moreover, large concentrations of people may also attract criminal activities such as drug dealing, pick pocketing and street robbery. Local services such as public transport, public lavatory provision and street cleaning may not be able to meet the demand posed by such concentrations of drinkers leading to issues such as street fouling, littering, traffic and public nuisance caused by concentrations of people who cannot be effectively dispersed quickly (14.22 of the guidance).
- 5.5. Section 12 of the Walsall Councils licensing policy statement sets out the cumulative impact policy. The cumulative impact policy was reviewed in 2021 following a cumulative impact assessment which showed that licensed premises within the WS1 post code area were having a cumulative impact and the licensing objectives were being undermined. The premises concerned does fall within the cumulative impact area.
- 5.6 12.6 of the policy states: "In light of the findings, the Authority, proposed a cumulative impact policy (amended in 2021) in respect of applications relating to the sale or supply of alcohol for consumption 'on and off' the premises' and for the provisions of late night refreshment in a defined area of Walsall".
- 5.7 12.7 of the policy states: "In this area applicants will be required to demonstrate how the granting of their licence will not have a cumulative impact on the licensing objectives. Where relevant representations are received to the application, the matter will be referred to the Licensing Sub-Committee to make a decision on the application".
- 5.8 12.8 of the policy states: "Walsall Council recognises that any special policy regarding cumulative impact is not absolute and where licence applications will not add to cumulative impact and no relevant representations received, the licence/certificate will be granted as applied for".
- 5.9 12.10 of the policy states: "In determining an application, Walsall Council will have particular regard to the licensing objectives, the

cumulative effect, and any adverse impact that may arise from the saturation of premises in the defined area”.

- 5.10 12.12 of the policy states: “Walsall Council recognises the difference between cumulative impact and the commercial need for premises in an area. Need and market forces are not matters for the Authority to consider as part of its licensing function”.

6. Walsall Council Licensing Policy

- 6.1. **Appendix 8** is a link to Walsall Council’s Statement of Licensing Policy.

7. Resource Considerations

- 7.1. **Financial:** Application fees are set by central government and are non-refundable. The Licensing Authority would have to cover the cost of any successful appeals made to magistrate’s court.
- 7.2. Any decision taken by the Licensing Authority may be appealed to the Magistrates’ Court. The Licensing Authority would have to bear the costs of defending such an appeal.
- 7.3. **Legal:** Any representations received must be relevant to the likely effect on the promotion of the licensing objectives in respect of the application received, namely: Prevention of Crime and Disorder, Public Safety, Prevention of Public Nuisance, Protection of Children from Harm. Representations which are not relevant must be rejected.
- 7.4. The Licensing Authority upon receipt of relevant representations and only if it is considered to be appropriate to promote the licensing objectives may consider attaching additional conditions, modifying existing conditions as given in the operating schedule, or to reject the application.
- 7.5. Any conditions further imposed by the committee must be appropriate and should be tailored to the size, style, characteristics and activities taking place at the premises. They should not be merely aspirational and should not go further than what is needed for that purpose.
- 7.6. Walsall Council has stated that at all times the Licensing Authority will try to strike a fair balance between the benefits to the community of a licensed venue and the risk of disturbance to local residents.
- 7.7. The Licensing Sub Committee must have due regard to the licensing authorities licensing policy statement and the statutory guidance issued under section 182 of the Licensing Act 2003.

8. Section 182 Guidance:

- 8.1. The section 182 guidance issued under the licensing act 2003 states: "Licensing authorities should look to the police as the main source of advice on crime and disorder."
- 8.2. The need for licensed premises 14.19 - There can be confusion about the difference between the "need" for premises and the "cumulative impact" of premises on the licensing object "Need" concerns the commercial demand for another pub or restaurant or hotel and is a matter for the planning authority and for the market. This is not a matter for a licensing authority in discharging its licensing functions or for its statement of licensing policy.
- 8.3. 8.43 of the guidance states: "Applicants are expected to include positive proposals in their application on how they will manage any potential risks. Where specific policies apply in the area (for example, a cumulative impact policy), applicants are also expected to demonstrate an understanding of how the policy impacts on their application; any measures they will take to mitigate the impact; and why they consider the application should be an exception to the policy."
- 8.4. Paragraph 9.4. A representation is "relevant" if it relates to the likely effect of the grant of the licence on the promotion of at least one of the licensing objectives.

9. Relevant Representations

- 9.1. In determining whether a representations is 'relevant', and may therefore be taken into account, the Sub-Committee must have regard to Sections 18(6) and 18(7) of the Licensing Act 2003, which state:
- 9.2. 18 (6) For the purposes of this section, "relevant representations" means representations which—
 - (a) are about the likely effect of the grant of the premises licence on the promotion of the licensing objectives;
 - (b) meet the requirements of subsection (7);
 - (c) if they relate to the identity of the person named in the application as the proposed premises supervisor, meet the requirements of subsection (9); and
 - (d) are not excluded representations by virtue of section 32 (restriction on making representations following issue of provisional statement).

18 (7) the requirements of Section 18 subsection (7), referenced above, are—

- (a) that the representations were made by a responsible authority or other person] within the period prescribed under section 17(5)(c);
- (b) that they have not been withdrawn; and
- (c) in the case of representations made by a person who is not a responsible authority, that they are not, in the opinion of the relevant licensing authority, frivolous or vexatious

9.3. Licensing Objectives

The Licensing Objectives are:

- The prevention of crime and disorder;
- The prevention of public nuisance;
- The protection of children from harm; and
- Public Safety.

- 9.4. For example, a representation from a local businessperson about the commercial damage caused by competition from new licensed premises would not be relevant. On the other hand, a representation by a businessperson that nuisance caused by new premises would deter customers from entering the local area, and the steps proposed by the applicant to prevent that nuisance were inadequate, would be relevant.
- 9.5. In other words, representations should relate to the impact of licensable activities carried on from premises on the objectives. For representations in relation to variations to be relevant, they should be confined to the subject matter of the variation.
- 9.6. There is no requirement for a responsible authority or other person to produce a recorded history of problems at premises to support their representations, and in fact this would not be possible for new premises.
- 9.7. Conditions should be targeted on deterrence and preventing crime and disorder including the prevention of illegal working in licensed premises (see paragraph 10.10). For example, where there is good reason to suppose that disorder may take place, the presence of closed-circuit television (CCTV) cameras both inside and immediately outside the premises can actively deter disorder, nuisance, anti-social behaviour and crime generally.

Some licence holders may wish to have cameras on their premises for the prevention of crime directed against the business itself, its staff, or its customers. But any condition may require a broader approach, and it may be appropriate to ensure that the precise location of cameras is set out on plans to ensure that certain areas are properly covered and there is no subsequent dispute over the terms of the condition.

9.8. The 2003 Act enables licensing authorities and responsible authorities, through representations, to consider what constitutes public nuisance and what is appropriate to prevent it in terms of conditions attached to specific premises licences and club premises certificates. It is therefore important that in considering the promotion of this licensing objective, licensing authorities and responsible authorities focus on the effect of the licensable activities at the specific premises on persons living and working (including those carrying on business) in the area around the premises which may be disproportionate and unreasonable. The issues will mainly concern noise nuisance, light pollution, noxious smells and litter.

9.9. Applicants have the opportunity to demonstrate how they intend to promote the licensing objectives through the operating schedule, section 8.41 of the guidance states: “in completing an operating schedule, applicants are expected to have regard to the statement of licensing policy for their area.

They must also be aware of the expectations of the licensing authority and the responsible authorities as to the steps that are appropriate for the promotion of the licensing objectives, and to demonstrate knowledge of their local area when describing the steps they propose to take to promote the licensing objectives. Licensing authorities and responsible authorities are expected to publish information about what is meant by the promotion of the licensing objectives and to ensure that applicants can readily access advice about these matters. However, applicants are also expected to undertake their own enquiries about the area in which the premises are situated to inform the content of the application”.

9.10. Applicants are, in particular, expected to obtain sufficient information to enable them to demonstrate, when setting out the steps they propose to take to promote the licensing objectives, that they understand:

- the layout of the local area and physical environment, including crime and disorder hotspots, proximity to residential premises and proximity to areas where children may congregate;
- any risk posed to the local area by the applicants’ proposed licensable activities; and
- any local initiatives (for example, local crime reduction initiatives or voluntary schemes including local taxi-marshalling schemes, street pastors and other schemes) which may help to mitigate potential risks.

9.11. Applicants are expected to provide licensing authorities with sufficient information in this section to determine the extent to which their proposed steps are appropriate to promote the licensing objectives in the local area. Applications must not be based on providing a set of standard conditions to promote the licensing objectives and applicants

are expected to make it clear why the steps they are proposing are appropriate for the premises.

- 9.12. Licensing authorities are best placed to determine what actions are appropriate for the promotion of the licensing objectives in their areas. All licensing determinations should be considered on a case-by-case basis. They should take into account any representations or objections that have been received from responsible authorities or other persons, and representations made by the applicant or premises user as the case may be.
- 9.13. The authority's determination should be evidence-based, justified as being appropriate for the promotion of the licensing objectives and proportionate to what it is intended to achieve.
- 9.14. The 2003 Act requires that licensing conditions should be tailored to the size, type, location and characteristics and activities taking place at the premises concerned. Conditions should be determined on a case-by-case basis and standardised conditions which ignore these individual aspects should be avoided. For example, conditions should not be used to implement a general policy in a given area such as the use of CCTV, polycarbonate drinking vessels or identity scanners where they would not be appropriate to the specific premises.
- 9.15. The Licensing Sub Committee may grant the application as requested, grant with additional/modified conditions attached to the premises licence or reject the application.
- 9.16. Where the applicant, responsible authority, or other persons is aggrieved by the decision of the Licensing Authority, appeal is to Magistrates Court where the reasonableness or otherwise of the decision will be tested.

10. Staffing issues:

None arising from this report.

11. Citizen Impact

- 11.1. Residents or businesses ('Other Persons') within the licensing authorities' area are able to submit 'relevant representations'

12. Community Safety

- 12.1. Issues raised in relation to potential public safety are addressed by committee through the decision making process.

13. Environmental Impact

- 13.1. Nothing arising from this report.

14. Performance and Risk Management Issues

14.1. Nothing arising from this report.

15. Equality Implications

15.1. Nothing arising from this report.

16. Consultation

16.1. Consultation/advertising is carried out in accordance with prescribed statutory regulation.

17. Associated Papers

Appendix 1 – Application.

Appendix 2 – Location Plan.

Appendix 3 – Response from Planning

Appendix 4 – West Midlands Police Mediated Condition

Appendix 5 – Response from Environmental Health

Appendix 6 – Response from West Midlands Fire Service.

Appendix 7 – Representation from Other Person

Appendix 8 – Link to Walsall Councils Statement of Licensing Policy

18. Contact Officer

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